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**FINANCIAL AND  
PRODUCTIVITY  
MANAGEMENT  
REVIEW**

**Transition Team  
Report to  
Mayor Sharpe James**

**Report  
Overview**

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**November 1986**

NEWARK FINANCIAL AND  
PRODUCTIVITY MANAGEMENT REVIEW

TRANSITION TEAM REPORT

REPORT OVERVIEW

November 25, 1986

November 25, 1986

Mr. Gustav Henningburg  
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Dear Mr. Henningburg:

Enclosed please find copies of the Report Overview, Executive Summary and Departmental Detail Reports prepared as a result of the Newark Financial and Productivity Management Review. The Reports incorporate the results of analysis of selected operational departments for the following City functions:

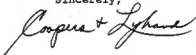
- o Financial Management
- o Office of the Mayor
- o Public Safety
- o Fire
- o Commerce and Economic Development
- o Land Use Control
- o Health and Social Services
- o Engineering
- o General Services
- o Data Processing
- o Personnel
- o Office Services.

Consistent with the established objectives of the review, the Reports provide the Mayor with baseline data on the financial and productivity management aspects of the functions reviewed, identify major financial and management problems, and recommend specific remedial actions which will strengthen the City's financial condition and improve management effectiveness.

We thank you for the opportunity to coordinate and facilitate this project with you, Mayor James, the Transition Team, the staff and management of the City Departments, and the many private, independent and public sector volunteers without whose contributions this effort could not have been so effectively accomplished.

We look forward to developing the implementation plan with you and Mayor James.

Sincerely,



## REPORT OVERVIEW

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## INTRODUCTION

### BACKGROUND

Promptly after he took office in July, 1986, Mayor Sharpe James and Transition Team Chair Gustav Heningsburg established a task force to perform a financial and productivity management review of Newark City Government.

A top flight team of volunteers from the private, public and independent sectors was recruited to participate in the effort by Chairman Heningsburg and Richard Roper from the Transition Team, Alex Plinio and Bill Brooks of Prudential Insurance Co., Dick Schoon of the Newark Chamber of Commerce and Bob Caruso from Coopers & Lybrand. The Coopers & Lybrand firm was engaged to coordinate and facilitate the management review and to prepare the final report under the guidance of Transition Team Chair Heningsburg.

The objectives of the review were as follows:

#### Financial Management Review

- o Provide the Mayor with a general baseline definition of Newark's financial condition and financial management capabilities as of the approximate time he took office.
- o Provide a clear view of budgetary problems and opportunities for the current year so that new initiatives and changes can be adequately considered.
- o Identify major financial problems and opportunities existing or anticipated, including strengths and weaknesses of financial staff and systems.
- o Recommend remedial actions needed to improve financial condition and systems and to strengthen financial management.

#### Productivity Management Review

- o Provide the Mayor with baseline productivity levels for Newark's major operational areas, using the Municipal Performance Measurement Matrix.
- o Identify, quantify, and prioritize specific opportunities for productivity and service delivery improvement.
- o Assess the effectiveness of management systems for planning, scheduling, controlling, and evaluating operations and productivity.

- o Assess the productivity management effectiveness of key officials.
- o Identify any problems with organization structure and other management practices and issues that have major adverse impact on productivity.
- o Make appropriate recommendations for improvement.

In August, 1986, the management review task force was organized into twelve department or office review teams containing 55 reviewers and a central project management team of six persons charged with project control, coordination and liaison. This group also reviewed, edited and prepared the final report. The 12 city department or office directors became part of the review team for their respective areas. They were charged with contributing ideas, identifying crucial issues, providing information, and liaison for their department, and thoroughly reviewing and commenting on all findings and recommendations for their departments before the reports moved forward.

Ongoing guidance for the task force was provided by Transition Team Chair Heningsburg, aided by Rich Roper. Acting Business Administrator Milan Johnson provided continuing liaison between the task force and City government officials, and kept department and office directors informed on requirements and target dates. Chairman Heningsburg reviewed and commented on both the executive summary and detailed department reports which were then appropriately modified and presented to Mayor James.

#### REPORT CONTENT

The Report Overview provides highlights of the entire effort, acknowledges the contributions of the management review participants, and comments on the major financial, productivity and management recommendations in the various departments and offices.

The major recommendations that involve dollar savings or cost reductions also contains an estimate of the range of dollar benefits and the cost (other than existing internal staff cost) to the city of capturing those benefits. Major recommendations which do not have measurable dollar benefits also have their implementation cost identified whenever it appears that implementation cannot be completely handled by existing internal staff.

Major recommendations are defined as follows:

- o Net savings (one time or recurring) of at least \$100,000;
- o Major potential quality of life or service delivery improvements for Newark's people;
- o Major improvements in the City's management or communications effectiveness; or
- o Major enhancements to the City's image.

#### NEXT STEPS

After Mayor James decides which recommendations will be adopted and the priorities for moving forward, an implementation plan will be presented for his consideration. Implementation will be initiated immediately after his approval.

## REVIEW HIGHLIGHTS

### SUMMARY COMMENTS

The major opportunities for improvement emerging from the management review fall into five executive consideration categories:

- o City-wide management, productivity and organization development enhancements
- o Financial management systems, productivity and revenue enhancements
- o Economic and job development policy and program initiatives
- o Crime control and prevention initiatives
- o Improvements in service delivery and responsiveness to citizens.

The Transition Team's Task Force believes that full implementation of most of these recommendations will have a significant near term and continuing impact on the City's efficiency, effectiveness and responsiveness and will stimulate a host of initiatives which should dramatically improve Newark's urban environment and quality of life over time as they take root and produce their yield.

The quality of the recommendations has been enhanced by a number of factors. Some that should be highlighted include:

- o Team members were selectively recruited based on their demonstrated private, independent or public sector expertise in the subject matter area in which they would be assigned
- o Many of the ideas considered and developed by the review teams came from Newark's department directors and their staffs
- o Successful experiences of comparable cities were considered for possible Newark application in many problem areas
- o Several key members of the central project management team and several review team members had considerable experience with similar transition team efforts in other jurisdictions
- o Coopers & Lybrand brought to the effort a unique "Municipal Performance Measures Matrix" which enabled the task force to look at productivity, benefits and cost issues in the light of the experiences of many other United States and Canadian cities.



On a City-wide basis, the report presents several hundred opportunities for improvement. Some of these opportunities are policy items which cannot be given a specific dollar value. Others, that clearly will eventually have a dollar benefit, require more probing before a preliminary rough estimate of dollar benefits, or costs to capture benefits, can be developed. There are, however, some recommended opportunities for improvement on which we have made rough preliminary estimates of benefits and/or costs in order to aid the Mayor in setting priorities.

We have summarized below the benefits and costs for those financial management and productivity improvement recommendations for which we have been able to make preliminary rough estimates in the following ranges:

<u>Benefit</u>	<u>From (000)</u>	<u>To (000)</u>
o Potential cost reductions from improved productivity. <sup>1</sup>	\$ 8,708	\$ 9,483
o Potential new revenue or interest income. <sup>1</sup>	\$ 2,401	\$ 2,586
o Potential cash made currently available through improved cash management practices. <sup>1</sup>	\$27,000	\$32,000
o Potential future cost avoidance from productivity recommendations. <sup>1</sup>	\$ 4,902	\$ 6,197
Total	\$43,011	\$50,266

The costs of capturing the above benefits are estimated to be in the range of \$3,671,500 to \$3,857,500<sup>2</sup>.

We have also summarized the costs for those financial management and productivity improvement recommendations for which we cannot estimate the corresponding benefits at this time. Such costs are estimated to be in the range of \$5,300,500 to \$8,411,500.

1. These dollar estimates and all dollar estimates throughout the report require further in depth analysis before they can be asserted to be accurate forecasts. They are presented here only as rough preliminary estimates to aid management in considering priorities.

2. Costs do not include the time expected to be contributed by staff already on board in order to capture benefits.

We also recommend that the City establish the following two new capital and economic development funds at the indicated levels:

- o Strategic Economic Development Fund      \$ 15-20,000,000
- o Capital Facilities Fund                      \$ 10-15,000,000

In addition to the income which should become available for expenditures as the recommended actions are completed, our review of the City's financial statements indicates that some funds might be squeezed out of existing budgets for the Mayor's highest priority initiatives.

We strongly urge Mayor James to move forward quickly on the following four highest priorities:

- o Public Safety
- o Jobs and Development
- o Improved Management of Human Resources and Service Delivery
- o Improved Financial Management.

As mentioned above, we believe that much can be done on the Mayor's new initiatives within the existing budget and with revenues or cost reductions that can be generated by action on the recommendations in this report. However, it should be noted that many of the potential benefits cannot be achieved without city employee union support and cooperation. The unions must join the Mayor in his work towards a new Newark if the many opportunities for improvement are to be fully realized.

The next eight pages highlight major recommendations that Mayor James should consider and act on. Some can be acted on immediately and others will require phasing in over a period of time. In addition to the four high priority areas, these highlights also include major recommendations to improve service delivery and responsiveness to citizens.

#### **CITY-WIDE MANAGEMENT, PRODUCTIVITY AND ORGANIZATION DEVELOPMENT ENHANCEMENTS**

In management of Newark city government, there are many major issues which must be addressed. There is no City-wide system for planning and achieving objectives or projects. There is no information base for managing resources or operations. There is no basis for making rational decisions about computer-based systems. There is no system for planning or monitoring productivity improvements.

Morale is uneven as it ranges from high enthusiasm in some areas to what appears to be no interest in doing a fair day's work in others. A perplexing human resources management issue that the Mayor faces is balancing the need for heightened productivity with the fact that low retirement benefits for non-uniformed

staff cause many long-time employees to stay on board beyond normal retirement age.

The following enhancements should be made in order to improve the City government's management function.

o Interim Project Control System

- A basic project control system should be immediately established for the Mayor's use to control and monitor all approved projects from the management review -- and other special projects already assigned, or to be assigned, by the Mayor.
  - This system would be used only for controlling major projects. It would not be used to follow-up on policy matters, individual personnel actions or other day-to-day issues except in those cases where policy or individual personnel actions are part of a larger project controlled by this system.
  - This project control system will eventually be folded into the Management and Productivity Planning, Control and Evaluation System, when that system becomes operational.
- o Management and productivity planning, control and evaluation system.
- o Organization development program focused on issues of people management, organization values and environment, teamwork, quality and productivity, management development and communications.
- o Citywide compensation and classification study.
- o Data processing master plan incorporating all currently backlogged systems requests and all adopted systems recommendations from this management review.
- o Citywide minority business procurement and development program.
- o Strengthened internal audit program focused on operational conformance and ethical conduct issues, as well as financial controls.
- o Centralized citizen complaint service system with enhanced controls and management reports aimed at improving quality and timeliness of responses and correcting related operational problems.

## FINANCIAL MANAGEMENT REPORTING, PRODUCTIVITY AND REVENUE ENHANCEMENTS

The review indicates that the following enhancements should be made to improve financial management reporting.

- o Prepare financial reports on a GAAP basis to provide all users a more accurate picture of the City's true financial condition. It is recognized that financial reports must also continue to be provided to the State of New Jersey in the format that meets the State's special requirements.
- o Enhanced revenue collections of water and sewer receivables could improve current cash position and add new annual interest income, if the funds are invested.
- o Enhanced audit and collection programs for parking and payroll taxes could improve taxpayer compliance and increase cash collections.
- o Improved cash management in treasury operations could yield 1/4% to 1/2%<sup>1</sup> improvement in interest income with minimum implementation costs. Additional cash yields may be available through improved management of city cash on deposit with financial institutions, but this cannot now be determined because of inadequate cash information systems. This issue requires in-depth analysis and prompt action.
- o Property tax collections in Newark appear to have a lower current collection rate than other comparable cities. Prompt in-depth analysis is required to determine if additional current cash can be yielded from improved collection operations. If the collection rate was in the same range as other cities, current cash on hand could be improved by several million dollars and interest income would be enhanced by several hundred thousand dollars.
- o Improved central control is required for purchasing operations which now appear to be inadequately controlled. Also, the lack of an inventory management system contributes to weak controls and makes it nearly impossible to develop purchasing strategies that would reduce the cost of supplies and materials.
- o The lack of GAAP reporting results in several key financial liability unknowns that could alter the City's reported financial position. These unknown liability issues need to be promptly resolved and reported.

## ECONOMIC AND JOB DEVELOPMENT POLICY AND PROGRAM INITIATIVES

The review indicates that the following initiatives should be taken to improve the effectiveness of the City's economic and job development policies and programs.

- o Need for heightened focus on jobs and better coordination between economic development and job programs. This can be facilitated by locating the City's job program in the Development Department and renaming the Department Development and Jobs. A Deputy Department Director for Jobs should be established and charged with assuring that all economic development programs focus sharply on the issue of creating jobs for Newark residents.
- o Formulate a business development plan that spells out the City's objectives, policies, strategies and tactics for neighborhood and downtown development and jobs.
- o Develop improved policies and practices for utilizing economic development tools, such as a program to leverage the City's UDAG and other development papers which could generate funds for economic development capital.
- o Establish a Newark Strategic Development Fund, to stimulate development efforts in Newark such as: financial institutions' backroom operations; high-tech information and communication systems design and development; service sector support industries; neighborhood and commercial housing development; downtown commercial and housing development; and, minority business development.
- o Establish a companion Newark Economic Growth Corporation, aimed at retaining and expanding existing jobs and businesses, and attracting new jobs and businesses to Newark.
- o Establish a new Newark Capital Facilities Fund, to help finance new public buildings and other public capital improvements that can serve as anchors for commercial revitalization in various areas of the City. This fund could be used to stimulate development projects involving the large inventory of foreclosed properties now held by the City.

## CRIME CONTROL AND PREVENTION INITIATIVES

The review indicates that the following initiatives should be taken to improve the City's crime control and prevention efforts.

- o The Police Department should establish a short term objective of adding at least 250 sworn officers to regular police assignments. This can be achieved by replacing 100

sworn officers with civilians, hiring 100 new officers, and redeploying 50 officers from two-person cars to one-person cars.

- o The Department should promptly consider the following actions to increase crime prevention effectiveness:
  - Improved formal coordination and resource utilization between the Department and private and institutional security forces.
  - Implementing neighborhood CB patrols.
  - Strengthening neighborhood watch programs.
  - Implementing a secondary school police cadet program.
  - Utilizing auxiliary police officers.
- o Crime control and prevention would probably be improved in certain high crime areas by locating police mini stations at strategic points. A study should be promptly undertaken of major cities where the mini stations have been successful to determine whether and how this approach should be implemented in Newark.
- o The Department's most important computer and communications information and operating systems are virtually inoperative or outdated. Highest priority should be given to major improvements for the computer aided dispatch, OUTLAW and radio communications systems.
- o Police operations are significantly hampered by deteriorated physical facilities. A study should be launched promptly to examine relocation alternatives, including consolidation into new buildings.
- o Both the Board of Alcoholic Beverage Control and the Taxicab Commission are ineffective because of a lack of needed policies and procedures, systems and staff. The several detailed recommendations made in each of these areas require early action.
- o The City Administration should recognize its duty to provide jail facilities meeting Federal and State constitutional standards for the period needed to process offenders until they are transferred to the State or County.
- o In order to expedite criminal case processing, the Mayor should take action to improve teamwork between:
  - County and municipal prosecutors

- Newark Police Department and prosecutors offices
- Courts, prosecutors, police and probation officials.
- o Increased compliance with City laws and added revenues would probably result from reviewing and acting on outstanding liens, fines and assessments. The City Law Department should act on this, including hiring paralegals, if appropriate.

#### SERVICE DELIVERY AND RESPONSIVENESS TO CITIZENS

The review indicates that the following actions should be taken to improve service delivery and responsiveness to the citizens of Newark.

- o The recommended actions under crime control and prevention would increase criminal justice system responsiveness in all areas including citizens' emergency calls for police assistance.
- o Consolidate handling of correspondence, telephone and walk-in complaints received in the Mayor's Office into one "Citizen Complaint Service Center" to enhance responsiveness and improve the City's capacity to take actions and preempt causes of complaints.
- o Adopt recommendations concerning Public Information Office which will result in more effective delivery of city services information to citizens.
- o Recommend management actions to capture substantial cost savings opportunities in water and sewer operations which could result from improved productivity.
- o Recommend replacing privatized sanitation services with city services.
- o Because of what appear to be past failures to remove demolished materials in many demolition projects, criteria should be built into all future demolition contract awards that make proper past performance a major selection factor.
- o A qualified Director of Data Processing Services should be obtained to more effectively manage privatized data processing costs (some of which seem more costly than value received) and to achieve better user support, better maintenance of existing applications and formulate a multi-year data processing master plan.
- o Recommend annual auditing of city employee health and dental claims to capture opportunities for potential savings.

- o Recommend consideration of alternative arrangements for funding health care to capture potential savings and annual reduction in premium payments.
- o In Health and Human Services there are numerous recommendations for improvement to be considered and implemented. But, there are several far reaching issues which require immediate top management actions:
  - All key management and supervisory positions must be filled with strong incumbents and some must be "understudied" because of impending retirements.
  - Basic operating, planning and productivity information must be compiled and utilized to enable managers to make more reasoned judgments on many crucial management and planning issues effecting service delivery. A model work planning and control system for a selected division would make sense for this department.
  - Management must address the issues of improving staff morale, staff productivity and staff development.
  - Areas where the city is duplicating services with external agencies should be reviewed to capture efficiencies through combining or contracting selected service.
- o Delivery of Fire Department services and efficiency can be improved by implementing the following major recommendations:
  - Stabilize all crews at four - a captain and three firefighters. This can be done within existing resources by strategically consolidating fire stations and reducing the number of engine companies.
  - Expedite efforts to reach a prompt and fair solution to the prolonged litigation over testing issues so that Captain position vacancies can be filled and the current ineffective practice of rotating firefighters as Captains can be halted.
  - Moving promptly to civilianize approximately 31 administrative positions.
- o There are a number of significant recommendations relating to the Department of Land Use Control which require early consideration and action. But, one is preeminent because of the great potential impact it can have on improving the orderliness of work throughout City government, and enhance the City's ability to be responsive to citizens and developers. This can be acheived by moving forward



promptly to develop a City Land Information System which provides one uniform database for all land and properties and all users of such data in City Government.

- o In the Department of General Services, two high priority recommendations are aimed at improving service effectiveness and efficiency:

- A preventive maintenance program in all areas is recommended to reduce long term maintenance cost, and lengthen the life and improve the conditions of facilities.
- A work planning and control system is recommended for all areas to improve productivity and reduce cost; and, to provide improved scheduling, control, performance reporting and evaluation of all maintenance and preventive maintenance workload. Implementation of the work planning and control system should start with selecting one of three areas - Parks and Grounds, Division of Motors, Public Buildings - for installing a pilot system that will subsequently serve as a model for the other two areas. Full installation of improved management techniques along with work planning and control systems in all areas should result in a 10 to 15% productivity increase.

## ACKNOWLEDGEMENTS

### STATEMENT OF THE MAYOR AND TRANSITION CHAIRMAN

Mayor James and Transition Team Chairman Henningburg are deeply grateful for the excellent work of the many volunteers who participated in the management review, and to their employers who made these top flight people available because of their civic minded spirit and their personal and institutional commitments to move Newark forward.

Mayor James and Chairman Henningburg also greatly appreciate the good efforts of Alex Plinio and Bill Brooks of Prudential Life Insurance Co., Dick Schoon and Ken Louis of the Newark Chamber of Commerce, and Bob Caruso and Larry Doss of Coopers & Lybrand in recruiting the volunteers. The administrative staff contributions of the Urban League of Essex County and the printing and graphics assistance which Public Service Electric and Gas Company provided for the Transition Team final reports are greatly appreciated.

Finally, the Mayor and Chairman have noted with great appreciation the exceptional effort put forth by Coopers & Lybrand, which went far beyond its original commitments to assure that the management reviews would provide a solid foundation filled with opportunities to enhance every facet of Newark's City government.

Overall, this effort exemplifies the concept of the Public/Private Partnership at its best. Mayor James believes this is one more strong indicator of how we can and will work together to build the best community that we can be.

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Below is a list of the names of the private and public sector individuals, and their organizational affiliations, whose contributions enabled this financial and productivity management review to be completed.

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HARDWARE



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HARDWARE

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